1 2 3 4 5 6	Michael R. Lozeau (State Bar No. 14289 Douglas J. Chermak (State Bar No. 2333 LOZEAU DRURY LLP 410 12th Street, Suite 250 Oakland, CA 94607 Tel: (510) 836-4200 Fax: (510) 836-4205 E-mail: michael@lozeaudrury.com doug@lozeaudrury.com	
8	Margaret Hall (State Bar No. 293699) ENVIRONMENTAL DEFENSE CENT	ER
9	906 Garden Street	
10	Santa Barbara, CA 93101 Tel: (805) 963-1622	
11	Fax: (805) 962-3152	
12	Email: mhall@EnvironmentalDefenseCenter.org	
13 14	Attorneys for Plaintiff ENVIRONMENTAL DEFENSE CENTER	
15		
16	UNITED STATES DISTRICT COURT	
17	CENTRAL DISTR	ICT OF CALIFORNIA
18	ENVIRONMENTAL DEFENSE CENTER, a non-profit corporation,	Case No.
19	Plaintiff,	COMPLAINT FOR DECLARATORY
20	. 1411111111	AND INJUNCTIVE RELIEF AND
21		
	VS.	CIVIL PENALTIES
22	vs. VENTURA REGIONAL	CIVIL PENALTIES
22 23	VENTURA REGIONAL SANITATION DISTRICT, a public	(Federal Water Pollution Control Act,
22 23 24	VENTURA REGIONAL	
22 23 24 25	VENTURA REGIONAL SANITATION DISTRICT, a public	(Federal Water Pollution Control Act,
22 23 24 25 26	VENTURA REGIONAL SANITATION DISTRICT, a public agency,	(Federal Water Pollution Control Act,
22 23 24 25	VENTURA REGIONAL SANITATION DISTRICT, a public agency,	(Federal Water Pollution Control Act,

COMPLAINT

COMPLAINT

ENVIRONMENTAL DEFENSE CENTER ("EDC"), a California non-profit association, by and through its counsel, hereby alleges:

I. JURISDICTION AND VENUE

- 1. This is a civil suit brought under the citizen suit enforcement provisions of the Federal Water Pollution Control Act, 33 U.S.C. § 1251, et seq. (the "Clean Water Act" or "the Act"). This Court has subject matter jurisdiction over the parties and the subject matter of this action pursuant to Section 505(a)(1)(A) of the Act, 33 U.S.C. § 1365(a)(1)(A), and 28 U.S.C. § 1331 (an action arising under the laws of the United States). The relief requested is authorized pursuant to 28 U.S.C. §§ 2201-02 (power to issue declaratory relief in case of actual controversy and further necessary relief based on such a declaration); 33 U.S.C. §§ 1319(b), 1365(a) (injunctive relief); and 33 U.S.C. §§ 1319(d), 1365(a) (civil penalties).
- 2. On May 3, 2016, Plaintiff provided notice of Defendant's violations of the Act, and of Plaintiff's intention to file suit against Defendant, to the Administrator of the United States Environmental Protection Agency ("EPA"); the Administrator of EPA Region IX; the Executive Director of the State Water Resources Control Board ("State Board"); the Executive Officer of the California Regional Water Quality Control Board, Los Angeles Region ("Regional Board"); and to Defendant, as required by the Act, 33 U.S.C. § 1365(b)(1)(A). A true and correct copy of EDC's notice letter is attached as Exhibit A, and is incorporated by reference.
- 3. More than sixty days have passed since notice was served on Defendant and the State and federal agencies. Plaintiff is informed and believes, and thereupon alleges, that neither the EPA nor the State of California has commenced or is diligently prosecuting a court action to redress the violations alleged in this complaint. This action's claim for civil penalties is not barred by any prior administrative penalty under Section 309(g) of the Act, 33 U.S.C. § 1319(g).
 - 4. Venue is proper in the Central District of California pursuant to Section

3

4

5

6 7

8

10

11 12

13 14

15 16

17

18 19

20

21 22

23 24

25

26 27

28

505(c)(1) of the Act, 33 U.S.C. § 1365(c)(1), because the source of the violations is located within this judicial district.

II. **INTRODUCTION**

This complaint seeks relief for Defendant's discharges of polluted storm water from Defendant's landfill facility located at 3500 Toland Road in Santa Paula, California ("Toland Road Landfill" or "Facility") in violation of the Act and National Pollutant Discharge Elimination System ("NPDES") Permit No. CAS000001, State Water Resources Control Board Water Quality Order No. 97-03-DWQ ("1997 Permit"), as renewed by Water Quality Order No. 2014-0057-DWQ ("2015 Permit") (the permits are collectively referred to hereinafter as the "Permit" or "General Permit"). Defendant's violations of the discharge, treatment technology, monitoring requirements, and other procedural and substantive requirements of the Permit and the Act are ongoing and continuous.

III. **PARTIES**

Plaintiff EDC is a California non-profit corporation and law firm with its 6. principal place of business located at 1906 Garden Street, Santa Barbara, CA 93101, and offices also located at 111 W. Topa Topa Street, Ojai, CA 93023. EDC was founded in 1977 and is dedicated to the preservation and enhancement of the local environment through education, advocacy, and legal action. EDC represents itself and other organizations in protecting ccast and ocean resources, open spaces and wildlife, and human and environmental health. EDC has approximately 3,000 members, including scientists, lawyers, students and citizens who live, recreate, and work in and around waters of the State of Californ ia, including the Pacific Ocean and coastal creeks flowing into the Ocean from the Toland Road Landfill. EDC was formed to empower local citizens "to protect he mselves and their communities" by serving as "the legal action arm of the environmental community." EDC brings this action on behalf of its members. EDC's interests in reducing Defendant's discharges of

pollutants into the Pacific Ocean and coastal creeks flowing into the Ocean and requiring Defendant to comply with the requirements of the General Permit are germane to its purposes. Litigation of the claims asserted and relief requested in this Complaint does not require the participation in this lawsuit of individual members of EDC.

- pon the Pacific Ocean, as well as the surface waters which eventually flow into the ocean. The Toland Road Landfill is located near the Santa Clara River and O'Leary Creek in Ventura County. The Santa Clara River flows into the Pacific Ocean. Members of EDC use and enjoy the waters into which Defendant has caused, is causing, and will continue to cause, pollutants to be discharged. Plaintiff's members use these areas to swim, bird watch, boat, sail, kayak, surf, view wildlife, fish, and engage in scientific study including monitoring activities, among other things. Defendant's discharges of pollutants threaten or impair each of those uses or contribute to such threats and impairments. Thus, the interests of Plaintiff's members have been, are being, and will continue to be adversely affected by Defendant's failure to comply with the Clean Water Act and the Permit. The relief sought herein will redress the harms to Plaintiff caused or contributed to by Defendant's activities.
- 8. Continuing commission of the acts and omissions alleged above will irreparably harm Plaintiff and one or more of its members, for which harm they have no plain, speedy or adequate remedy at law.
- 9. Defendant Ventura Regional Sanitation District ("VRSD" or "District") is a public waste management agency that was organized in 1970 pursuant to the County Sanitation District Act of the California Health and Safety Code Section 4700. VRSD is overseen by a nine-member Board of Directors who represent the eight cities and eight special districts that receive services from the District. VRSD operates the Toland Road Landfill that is at issue in this action.

COMPLAINT

IV. STATUTORY BACKGROUND

- 10. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant into waters of the United States, unless such discharge is in compliance with various enumerated sections of the Act. Among other things, Section 301(a) prohibits discharges not authorized by, or in violation of, the terms of an NPDES permit issued pursuant to Section 402 of the Act, 33 U.S.C. § 1342.
- 11. Section 402(p) of the Act establishes a framework for regulating municipal and industrial storm water discharges under the NPDES program. 33 U.S.C. § 1342(p). States with approved NPDES permit programs are authorized by Section 402(p) to regulate industrial storm water discharges through individual permits issued to dischargers or through the issuance of a single, statewide general permit applicable to all industrial storm water dischargers. 33 U.S.C. § 1342(p).
- 12. Pursuant to Section 402 of the Act, 33 U.S.C. § 1342, the Administrator of the U.S. EPA has authorized California's State Board to issue NPDES permits including general NPDES permits in California.

General Permit

- 13. The State Board elected to issue a statewide general permit for industrial storm water discharges. The State Board originally issued the General Permit on or about November 19, 1991. The State Board modified the General Permit on or about September 17, 1992. Pertinent to this action, the State Board reissued the General Permit on or about April 17, 1997 (the "1997 Permit"), and again on or about April 1, 2014 (the "2015 Permit"), pursuant to Section 402(p) of the Clean Water Act, 33 U.S.C. § 1342(p). The 1997 Permit was in effect between 1997 and June 30, 2015. The 2015 Permit went into effect on July 1, 2015. The 2015 Permit maintains or makes more stringent the same requirements as the 1997 Permit.
- 14. In order to discharge storm water lawfully in California, industrial dischargers must comply with the terms of the General Permit or have obtained and

12

13 14

15 16

17 18

19 20

21 22

23

24

2526

27 28 complied with an individual NPDES permit. 33 U.S.C. § 1311(a).

- The General Permit contains several prohibitions. Effluent Limitation B(3) of the 1997 Permit and Effluent Limitation V(A) of the 2015 Permit require dischargers to reduce or prevent pollutants in their storm water discharges through implementation of the Best Available Technology Economically Achievable ("BAT") for toxic and nonconventional pollutants and the Best Conventional Pollutant Control Technology ("BCT") for conventional pollutants. Discharge Prohibition A(2) of the 1997 Permit and Discharge Prohibition III(C) of the 2015 Permit prohibit storm water discharges and authorized non-storm water discharges that cause or threaten to cause pollution, contamination, or nuisance. Receiving Water Limitation C(1) of the 1997 Permit and Receiving Water Limitation VI(B) of the 2015 Permit prohibit storm water discharges to any surface or ground water that adversely impact human health or the environment. Receiving Water Limitation C(2) of the 1997 Permit and Receiving Water Limitation VI(A) and Discharge Prohibition III(D) of the 2015 Permit prohibit storm water discharges that cause or contribute to an exceedance of any applicable water quality standards contained in Statewide Water Quality Control Plan or the applicable Regional Board's Basin Plan.
- 16. In addition to absolute prohibitions, the General Permit contains a variety of substantive and procedural requirements that dischargers must meet. Facilities discharging, or having the potential to discharge, storm water associated with industrial activity that have not obtained an individual NPDES permit must apply for coverage under the State's General Permit by filing a Notice of Intent to Comply ("NOI"). Dischargers have been required to file NOIs since March 30, 1992.
- 17. Dischargers must develop and implement a Storm Water Pollution Prevention Plan ("SWPPP"). The SWPPP must describe storm water control facilities and measures that comply with the BAT and BCT standards. The General Permit requires that an initial SWPPP has been developed and implemented before October

1, 1992. The objective of the SWPPP requirement is to identify and evaluate sources of pollutants associated with industrial activities that may affect the quality of storm water discharges and authorized non-stormwater discharges from the facility, and to implement best management practices ("BMPs") to reduce or prevent pollutants associated with industrial activities in storm water discharges and authorized non-storm water discharges. *See* 1997 Permit, § A(2); 2015 Permit, § X(C). These BMPs must achieve compliance with the General Permit's effluent limitations and receiving water limitations, including the BAT and BCT technology mandates. To ensure compliance with the General Permit, the SWPPP must be evaluated and revised as necessary. 1997 Permit, §§ A(9), (10); 2015 Permit, § X(B). Failure to develop or implement an adequate SWPPP, or update or revise an existing SWPPP as required, is a violation of the General Permit. 2015 Permit, Fact Sheet § I(1).

18. Sections A(3)-A(10) of the 1997 Permit set forth the requirements for a SWPPP. Among other requirements, the SWPPP must include: a pollution prevention team; a site map; a list of significant materials handled and stored at the site; a description of potential pollutant sources; an assessment of potential pollutant sources; and a description of the BMPs to be implemented at the facility that will reduce or prevent pollutants in storm water discharges and authorized non-stormwater discharges, including structural BMPs where non-structural BMPs are not effective. Sections X(D) - X(I) of the 2015 Permit set forth essentially the same SWPPP requirements as the 1997 Permit, except that all dischargers are now required to develop and implement a set of minimum BMPs, as well as any advanced BMPs as necessary to achieve BAT/BCT, which serve as the basis for compliance with the 2015 Permit's technology-based effluent limitations and receiving water limitations. See 2015 Permit, § X(H). The 2015 Permit further requires a more comprehensive assessment of potential pollutant sources than the 1997 Permit; more specific BMP descriptions; and an additional BMP summary table identifying each identified area of

28

1

9 10

8

11 12

14

13

16 17

15

18 19

20 21

2223

25

24

27

28

26

industrial activity, the associated industrial pollutant sources, the industrial pollutants, and the BMPs being implemented. See 2015 Permit, $\S\S X(G)(2)$, (4), (5).

- 19. The 2015 Permit requires dischargers to implement and maintain, to the extent feasible, all of the following minimum BMPs in order to reduce or prevent pollutants in industrial storm water discharges: good housekeeping, preventive maintenance, spill and leak prevention and response, material handling and waste management, erosion and sediment controls, an employee training program, and quality assurance and record keeping. See 2015 Permit, § X(H)(1). Failure to implement all of these minimum BMPs is a violation of the 2015 Permit. See 2015 Permit, Fact Sheet § I(2)(o). The 2015 Permit further requires dischargers to implement and maintain, to the extent feasible, any one or more of the following advanced BMPs necessary to reduce or prevent discharges of pollutants in industrial storm water discharges: exposure minimization BMPs, storm water containment and discharge reduction BMPs, treatment control BMPs, and other advanced BMPs. See 2015 Permit, $\S X(H)(2)$. Failure to implement advanced BMPs as necessary to achieve compliance with either technology or water quality standards is a violation of the 2015 Permit. *Id.* The 2015 Permit also requires that the SWPPP include BMP Descriptions and a BMP Summary Table. See 2015 Permit, § X(H)(4), (5).
- 20. The General Permit requires dischargers to develop and implement an adequate written Monitoring and Reporting Program. The primary objective of the Monitoring and Reporting Program is to detect and measure the concentrations of pollutants in a facility's discharge to ensure compliance with the General Permit's discharge prohibitions, effluent limitations, and receiving water limitations. As part of their monitoring program, dischargers must identify all storm water discharge locations that produce a significant storm water discharge, evaluate the effectiveness of BMPs in reducing pollutant loading, and evaluate whether pollution control measures set out in the SWPPP are adequate and properly implemented. The 1997

11

7

12 13 14

15

16

17 18 19

21

22

23

20

24 25

26 27

Permit required dischargers to collect storm water samples during the first hour of discharge from the first storm event of the wet season, and at least one other storm event during the wet season, from all storm water discharge locations at a facility. See 1997 Permit, § B(5). The 2015 Permit now mandates that facility operators sample four (rather than two) storm water discharges from all discharge locations over the course of the reporting year. See 2015 Permit, §§ XI(B)(2), (3).

- Facilities are required to make monthly visual observations of storm 21. water discharges. The visual observations must represent the quality and quantity of the facility's storm water discharges from the storm event. 1997 Permit, § B(7); 2015 Permit, § XI.A.
- Section XI(B)(2) of the 2015 Permit requires that dischargers collect and 22. analyze storm water samples from two qualifying storm events ("QSEs") during the first half of each reporting year (July 1 to December 31) and two QSEs during the second half of each reporting year (January 1 to June 30).
- Under the 1997 Permit, facilities must analyze storm water samples for 23. "toxic chemicals and other pollutants that are likely to be present in storm water discharges in significant quantities." 1997 Permit, § B(5)(c)(ii). Under the 2015 Permit, facilities must analyze storm water samples for "[a]dditional parameters identified by the Discharger on a facility-specific basis that serve as indicators of the presence of all industrial pollutants identified in the pollutant source assessment." 2015 Permit, § XI(B)(6)(c).
- Section B(14) of the 1997 Permit requires dischargers to include 24. laboratory reports with their Annual Reports submitted to the Regional Board. This requirement is continued with the 2015 Permit. Fact Sheet, Paragraph O.
- 25. The 1997 Permit, in relevant part, requires that the Annual Report include an Annual Comprehensive Site Compliance Evaluation Report ("ACSCE Report"). 1997 Permit, § B(14). As part of the ACSCE Report, the facility operator

must review and evaluate all of the BMPs to determine whether they are adequate or whether SWPPP revisions are needed. The Annual Report must be signed and certified by a duly authorized representative, under penalty of law that the information submitted is true, accurate, and complete to the best of his or her knowledge. The 2015 Permit now requires operators to conduct an Annual Comprehensive Facility Compliance Evaluation ("Annual Evaluation") that evaluates the effectiveness of current BMPs and the need for additional BMPs based on visual observations and sampling and analysis results. *See* 2015 Permit, § XV.

26. The General Permit does not provide for any mixing zones by dischargers. The General Permit does not provide for any receiving water dilution credits to be applied by dischargers.

Basin Plan

- 27. The Regional Board has established water quality standards for the Santa Clara River Watershed in the "Water Quality Control Plan Los Angeles Region: Basin Plan for the Coastal Watersheds of Los Angeles and Ventura Counties," generally referred to as the Basin Plan.
- 28. The Basin Plan includes a narrative toxicity standard which states that "[a]ll waters shall be maintained free of toxic substances in concentrations that are toxic to, or that produce detrimental physiological responses in, human, plant, animal, or aquatic life."
- 29. The Basin Plan provides that "[w]aters shall not contain suspended or settleable material in concentrations that cause nuisance or adversely affect beneficial uses."
- 30. The Basin Plan provides that "[t]he pH of bays or estuaries [or inland surface waters] shall not be depressed below 6.5 or raised above 8.5 as a result of waste discharges."
- 31. The Basin Plan provides that "[w]aters shall not contain floating

materials, including solids, liquids, foams, and scum, in concentrations that cause nuisance or adversely affect beneficial uses."

- 32. The Basin Plan provides that "[w]aters shall be free of coloration that causes nuisance or adversely affects beneficial uses."
- 33. The Basin Plan provides that "[w]aters shall be free of changes in turbidity that cause nuisance or adversely affect beneficial uses."
- 34. The Basin Plan provides that "[s]urface waters shall not contain concentrations of chemical constituents in amounts that adversely affect any designated beneficial use. Water designated for use as Domestic or Municipal Supply (MUN) [such as the Santa Clara River] shall not contain concentrations of chemical constituents in excess of the limits specified in the following provisions of Title 22 of the California Code of Regulations which are incorporated by reference into this plan: Table 64431-A of Section 64431 (Inorganic Chemicals) and Table 64444-A of Section 64444 (Organic Chemicals). This incorporation by reference is prospective including future changes to the incorporated provisions as the changes take effect. (See Tables 3-8 and 3-9.)" The Basin Plan provides the following Maximum Contaminant Levels ("MCLs"): arsenic 0.010 mg/L; cadmium 0.005 mg/L; chromium 0.05 mg/L; nickel 0.1 mg/L; and nitrate + nitrite as nitrogen 10 mg/L.
- 35. The Basin Plan provides Water Quality Objectives ("WQOs") for selected constituents in inland surface waters, including the Santa Clara River. For the portion of the Santa Clara River Watershed where O'Leary Creek flows in the Santa Clara River, the Basin Plan provides a WQO of nitrate + nitrite as nitrogen of 5 mg/L.
- 36. The EPA has adopted freshwater numeric water quality standards for zinc of 0.120 mg/L (Criteria Maximum Concentration "CMC"); for copper of 0.013 mg/L (CMC); for lead of 0.065 mg/L (CMC); for cadmium of 0.0043 mg/L (CMC); and for nickel of 0.47 mg/L (CMC). 65 Fed.Reg. 31712 (May 18, 2000) (California

Toxics Rule).

1

2

3

4

5

6

7

8

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

- 37. EPA has established Parameter Benchmark Values as guidelines for determining whether a facility discharging industrial storm water has implemented the requisite BAT and BCT. These benchmarks represent pollutant concentrations at which a storm water discharge could potentially impair, or contribute to impairing, water quality, or affect human health from ingestion of water or fish. The following EPA benchmarks have been established for pollution parameters applicable to Toland Road Landfill: pH 6.0 9.0 standard units ("s.u."); total suspended solids ("TSS") 100 mg/L; iron 1.0 mg/L; nitrate + nitrite as nitrogen ("N+N") 0.68 mg/L; phosphorous 2.0 mg/L; ammonia 2.14 mg/L; arsenic 0..15 mg/L; zinc 0.26 mg/L; copper 0.0332 mg/L; lead 0.262 mg/L; and cadmium 0.0053 mg/L.
- These benchmarks are reflected in the 2015 Permit in the form of Numeric Action Levels ("NALs"). The 2015 Permit incorporates annual NALs, which reflect the 2008 MSGP benchmark values, and instantaneous maximum NALs, which are derived from a Water Board dataset. The following annual NALs have been established under the 2015 Permit: TSS – 100 mg/L; iron – 1.0 mg/L; N+N – 0.68 mg/L; phosphorous – 2.0 mg/L; ammonia – 2 mg/L; arsenic – 0.15 mg/L; zinc – 0.26 mg/L; copper -0.0332 mg/L; lead -0.262 mg/L; and cadmium -0.0053 mg/L. An exceedance of annual NALs occurs when the average of all samples obtained for an entire facility during a single reporting year is greater than a particular annual NAL. The reporting year runs from July 1 to June 30. The 2015 Permit also establishes the following instantaneous maximum NALs: pH - 6.0-9.0 s.u.; TSS -400mg/L; and O&G - 25 mg/L. An instantaneous maximum NAL exceedance occurs when two or more analytical results from samples taken for any single parameter within a reporting year exceed the instantaneous maximum NAL value (for TSS and O&G) or are outside of the instantaneous maximum NAL range for pH. When a discharger exceeds an applicable NAL, it is elevated to "Level 1 Status," which

requires a revision of the SWPPP and additional BMPs. If a discharger exceeds an applicable NAL during Level 1 Status, it is then elevated to "Level 2 Status." For Level 2 Status, a discharger is required to submit an Action Plan requiring a demonstration of either additional BMPs to prevent exceedances, a determination that the exceedance is solely due to non-industrial pollutant sources, or a determination that the exceedance is solely due to the presence of the pollutant in the natural background.

39. Section 505(a)(1) and Section 505(f) of the Act provide for citizen enforcement actions against any "person," including individuals, corporations, or partnerships, for violations of NPDES permit requirements. 33 U.S.C. §§1365(a)(1) and (f), § 1362(5). An action for injunctive relief under the Act is authorized by 33 U.S.C. § 1365(a). Violators of the Act are also subject to an assessment of civil penalties of up to \$37,500 per day per violation, pursuant to Sections 309(d) and 505 of the Act, 33 U.S.C. §§ 1319(d), 1365. See also 40 C.F.R. §§ 19.1 - 19.4.

V. <u>STATEMENT OF FACTS</u>

- 40. Defendant VRSD owns and/or operates the Toland Road Landfill, a 161 acre facility located within unincorporated Ventura County near the City of Santa Paula.
- 41. The Facility falls within Standard Industrial Classification ("SIC") Code 4953 (refuse systems).
- 42. Based on the Facility's Notice of Intent to Comply with the Terms of the Industrial General Permit ("NOI") and SWPPP, review of aerial photography, and EDC's information and belief, storm water is collected and discharged from the 161-acre facility through a series of channels throughout the Facility which all drain to a detention basin and then discharge via a single storm water outfall to O'Leary Creek. O'Leary flows into Reach 3 of the Santa Clara River approximately 2.3 miles south of the Facility. The Santa Clara River flows into the Pacific Ocean.

- 43. Plaintiff is informed and believes, and thereupon alleges that the storm water flows over the surface of the Facility's industrial features, collecting suspended sediment, dirt, metals, and other pollutants as it flows towards the storm water channels. Storm water and any pollutants contained in that storm water enters the channels and flows into O'Leary Creek, and ultimately into the Santa Clara River and the Pacific Ocean.
- 44. On information and belief, Plaintiff alleges that the majority of storm water discharges from the Facility contain storm water that is commingled with runoff from areas at the Facility where industrial processes occur.
- 45. Plaintiff is informed and believes, and thereupon alleges, that the management practices at the Toland Road Landfill are currently inadequate to prevent the sources of contamination described above from causing the discharge of pollutants to waters of the United States. The Facility lacks sufficient structural controls such as grading, berming, roofing, containment, or drainage structures to prevent rainfall and storm water flows from coming into contact with exposed areas of contaminants. The Facility lacks sufficient structural controls, such as an inadequate detention basin, to prevent the discharge of water once contaminated. The Facility lacks adequate storm water pollution treatment technologies to treat storm water once contaminated.
- 46. Since at least October 5, 2011, Defendant has taken samples or arranged for samples to be taken of storm water discharges at the Facility. The sample results were reported in the Facility's annual reports submitted to the Regional Board. Defendant certified each of those annual reports pursuant to the General Permit.
- 47. In annual reports submitted to the Regional Board for the past five years, the Facility has consistently reported extremely high pollutant levels from its storm water sampling results. The Facility's measurements of TSS, N+N, iron and copper have been particularly elevated, with readings *orders of magnitude* above EPA's benchmark levels as well as the annual NALs for those pollutants.

- 48. The Facility has reported numerous discharges in excess of narrative and numeric water quality standards established in the Basin Plan. These observations have thus violated narrative and numeric water quality standards established in the Basin Plan and have thus violated Discharge Prohibition A(2) and Receiving Water Limitations C(1) and C(2) of the 1997 Permit; Discharge Prohibitions III(C) and III(D) and Receiving Water Limitations VI(A) and VI(B) of the 2015 Permit; and are evidence of ongoing violations of Effluent Limitation B(3) of the 1997 Permit and Effluent Limitation V(A) of the 2015 Permit.
- 49. The Facility has reported violations of the narrative water quality standards for discoloration, turbidity, and floatables contained in the Basin Plan. Specific dates on which Defendant has observed storm water discharges with such violations are contained in the Notice Letter attached as Exhibit A.
- 50. The levels of TSS in storm water detected by the Facility have exceeded the benchmark value and annual NAL for TSS of 100 mg/L established by EPA and the State Board, respectively, and the instantaneous NAL value for TSS of 400 mg/L established by the State Board. For example, on January 5, 2016, the level of TSS measured by Defendant at its outfall was 23,000 mg/L. That level of TSS is 230 times the benchmark value and annual NAL for TSS. VRSD also has measured levels of TSS in storm water discharged from the Facility in excess of 100 mg/L in every discharge from the Facility during the past five years. Specific dates on which Defendant has measured such exceedances, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 51. The levels of N+N in storm water detected by the Facility have exceeded the MCL of 10 mg/L for N+N and the WQO established by the Basin Plan of 5 mg/L for N+N. For example, on December 12, 2014, the level of N+N measured from the Facility's storm water outfall was 365 mg/L. That level of N+N is almost 37 times the MCL for N+N, and 73 times the WLA for N+N. Specific dates on which

Defendant has measured such exceedances of the MCL and WQO for N+N, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.

- 52. The levels of N+N in storm water detected by the Facility have exceeded the benchmark value and annual NAL for N+N of 0.68 mg/L established by EPA and the State Board, respectively. For example, on December 12, 2014, the level of N+N measured by Defendant at its outfall was 365 mg/L. That level of N+N is over 536 times the benchmark value and annual NAL for N+N. VRSD also has measured levels of N+N in storm water discharged from the Facility in excess of 0.368 mg/L in every discharge from the Facility during the past five years. Specific dates on which Defendant has measured such exceedances, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 53. The levels of ammonia in storm water detected by the Facility have exceeded the benchmark value and annual NAL for ammonia of 2.14 mg/L established by EPA and the State Board, respectively. For example, on December 12, 2014, the level of ammonia measured by Defendant at its outfall was 3.2 mg/L. That level of ammonia is nearly 1.5 times the benchmark value and annual NAL for ammonia. Specific dates on which Defendant has measured such exceedances of ammonia, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 54. The levels of phosphorous in storm water detected by the Facility have exceeded the benchmark value and annual NAL for phosphorous of 2 mg/L established by EPA and the State Board, respectively. For example, on February 27, 2014, the level of phosphorous measured by Defendant at its outfall was 48 mg/L. That level of phosphorous is 24 times the benchmark value and annual NAL for phosphorous. VRSD also has measured levels of phosphorous in storm water discharged from the Facility in excess of 2 mg/L in every discharge from the Facility

during the past five years. Specific dates on which Defendant has measured such exceedances of phosphorous, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.

- 55. The levels of arsenic in storm water detected by the Facility have exceeded the MCL of 0.01 mg/L for arsenic. For example, on February 27, 2014, the level of arsenic measured from the Facility's storm water outfall was 0.21 mg/L. That level of arsenic is 21 times the MCL for arsenic. Specific dates on which Defendant has measured such exceedances of the MCL for arsenic, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 56. The level of arsenic in storm water detected by the Facility has exceeded the benchmark value for arsenic of 0.15 mg/L established by the EPA. On February 27, 2014, the level of arsenic measured by Defendant at its outfall was 0.27 mg/L. That level of arsenic is nearly twice the benchmark value for arsenic.
- 57. The levels of iron in storm water detected by the Facility have exceeded the benchmark value and annual NAL for iron of 1 mg/L established by EPA and the State Board, respectively. For example, on February 27, 2014, the level of iron measured by Defendant at its outfall was 1,100 mg/L. That level of iron is 1,100 times the benchmark value and annual NAL for iron. VRSD also has measured levels of iron in storm water discharged from the Facility in excess of 1 mg/L in every discharge from the Facility during the past five years. Specific dates on which Defendant has measured such exceedances of iron, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 58. The levels of copper in storm water detected by the Facility have exceeded the freshwater numeric water quality standard established by the EPA of 0.013 mg/L (CMC). For example, on February 27, 2014, the level of copper measured from the Facility's storm water outfall was 0.89 mg/L. That level of copper is over 68 times the CMC for copper. VRSD also has measured levels of copper in

storm water discharged from the Facility in excess of 0.013 mg/L in nearly every discharge from the Facility during the past five years. Specific dates on which Defendant has measured such exceedances of the CMC for copper, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.

- 59. The levels of copper in storm water detected by the Facility have exceeded the benchmark value and annual NAL for copper of 0.0332 mg/L established by EPA and the State Board, respectively. For example, on February 27, 2014, the level of copper measured by Defendant at its outfall was 0.89 mg/L. That level of copper is almost 27 times the benchmark value and annual NAL for copper. VRSD also has measured levels of copper in storm water discharged from the Facility in excess of 0.0332 mg/L in nearly every discharge from the Facility during the past five years. Specific dates on which Defendant has measured such exceedances of copper, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 60. The levels of zinc in storm water detected by the Facility have exceeded the freshwater numeric water quality standard established by the EPA of 0.12 mg/L for zinc (CMC) and the WLA established by the Basin Plan of 0.117 mg/L for zinc. For example, on February 27, 2014, the level of zinc measured from the Facility's storm water outfall was 3.1 mg/L. That level of zinc is almost 26 times the CMC for zinc, and over 26 times the WLA for zinc. Specific dates on which Defendant has measured such exceedances of zinc, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 61. The levels of zinc in storm water detected by the Facility have exceeded the benchmark value and annual NAL for zinc of 0.26 mg/L established by EPA and the State Board, respectively. For example, on February 27, 2014, the level of zinc measured by Defendant at its outfall was 3.1 mg/L. That level of zinc is almost 12

times the benchmark value and annual NAL for zinc. Specific dates on which

Defendant has measured such exceedances of zinc, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.

62. The levels of lead in storm water detected by the Facility have exceeded the freshwater numeric water quality standard established by the EPA of 0.065 mg/L

- the freshwater numeric water quality standard established by the EPA of 0.065 mg/L (CMC). For example, on February 27, 2014, the level of lead measured from the Facility's storm water outfall was 0.4 mg/L. That level of lead is over 6 times the CMC for lead. Specific dates on which Defendant has measured such exceedances of the CMC for lead, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 63. The level of lead in storm water detected by the Facility has exceeded the benchmark value for lead of 0.262 mg/L established by the EPA. On February 27, 2014, the level of lead measured by Defendant at its outfall was 0.4 mg/L. That level of lead is over 1.5 times the benchmark value for lead.
- 64. The levels of cadmium in storm water detected by the Facility have exceeded the freshwater numeric water quality standard established by the EPA of 0.0043 mg/L (CMC) and the MCL for cadmium of 0.005 mg/L. For example, on February 27, 2014, the level of cadmium measured from the Facility's storm water outfall was 0.04 mg/L. That level of cadmium is over 9 times the CMC for cadmium and 8 times the MCL for cadmium. Specific dates on which Defendant has measured such exceedances of the CMC and MCL for cadmium, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 65. The levels of cadmium in storm water detected by the Facility have exceeded the benchmark value and annual NAL for cadmium of 0.0053 mg/L established by EPA and the State Board, respectively. For example, on February 27, 2014, the level of cadmium measured by Defendant at its outfall was 0.04 mg/L. That level of cadmium is over 7.5 times the benchmark value and annual NAL for

cadmium. Specific dates on which Defendant has measured such exceedances of cadmium, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.

- 66. The levels of nickel in storm water detected by the Facility have exceeded the freshwater numeric water quality standard established by the EPA of 0.47 mg/L (CMC) and the MCL for nickel of 0.1 mg/L. For example, on February 27, 2014, the level of nickel measured from the Facility's storm water outfall was 0.92 mg/L. That level of nickel is almost twice the CMC for nickel and over 9 times the MCL for nickel. Specific dates on which Defendant has measured such exceedances of the CMC and MCL for nickel, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 67. The levels of chromium in storm water detected by the Facility have exceeded the MCL for chromium of 0.05 mg/L. For example, on February 27, 2014, the level of chromium measured from the Facility's storm water outfall was 0.87 mg/L. That level of chromium is almost twice the MCL for chromium. Specific dates on which Defendant has measured such exceedances of the MCL for chromium, and the levels and locations of such exceedances, are contained in the Notice Letter attached as Exhibit A.
- 68. On information and belief, EDC alleges that during the first half of the 2015-2016 reporting year, the Facility failed to collect and analyze a storm water sample from a second qualifying storm event.
- 69. On information and belief, EDC alleges that VRSD failed to properly conduct a monthly visual observation of the storm water discharges at the T2 outfall on February 27, 2014. During that event, the Facility reported that it did not observe any pollutants in the discharge. However, the concentration of TSS measured for that same event was 33,000 mg/L—the highest measured from the Facility during the past five years. EDC alleges it would be impossible for a discharge containing that level

of TSS to be free of visual pollutants. By way of comparison, the Facility has observed discolored, turbid water during various other storm water discharges when the level of TSS it measured was much lower than 33,000 mg/L.

- 70. During the past five years, VRSD has analyzed its storm water discharges for zinc, copper, cadmium, and nickel. Many of those discharges contained levels in excess of the benchmark values and water quality standards for those parameters. In its SWPPP, VRSD indicates that it will analyze its storm water discharges for zinc, copper, cadmium, and nickel. However, during the first sampling event of the 2014-2015 wet season, VRSD failed to analyze its storm water discharge for zinc, copper, cadmium, and nickel. During the second sampling event of that season, VRSD failed to analyze its storm water discharge for cadmium and nickel.
- 71. On information and belief, EDC alleges that VRSD failed to submit laboratory reports with its 2014-2015 Annual Report.
- 72. On information and belief, EDC alleges that VRSD has consistently failed to comply with Section B(14) of the 1997 Permit, and Section XV of the 2015 Permit, by failing to complete a proper ACSCE Report as well as an Annual Evaluation for the Facility.
- 73. On information and belief, Plaintiff alleges that since at least May 28, 2011, Defendant has failed to implement BAT and BCT at the Facility for their discharges of TSS, N+N, phosphorous, iron, ammonia, arsenic, copper, zinc, lead, cadmium, chromium, nickel, and other potentially un-monitored pollutants. Effluent Limitation B(3) of the 1997 Permit and Effluent Limitation V(A) of the 2015 Permit requires that Defendant implement BAT for toxic and nonconventional pollutants and BCT for conventional pollutants by no later than October 1, 1992. As of the date of this Complaint, Defendant has failed to implement BAT and BCT.
- 74. On information and belief, Plaintiff alleges that since at least May 28, 2011, Defendant has failed to implement an adequate SWPPP for the Facility.

Plaintiff is informed and believes, and thereupon alleges, that the SWPPP prepared for the Facility does not set forth site-specific best management practices for the Facility that are consistent with BAT or BCT for the Facility. Plaintiff is informed and believes, and thereupon alleges, that the SWPPP prepared for the Facility does not comply with the requirements of Section X(H)(2) of the 2015 Permit. The SWPPP also fails to identify and implement advanced BMPs that are not being implemented at the Facility because they do not reflect best industry practice considering BAT/BCT. According to information available to EDC, Defendant's SWPPP has not been evaluated to ensure its effectiveness and revised where necessary to further reduce pollutant discharges. Plaintiff is informed and believes, and thereupon alleges, that the SWPPP does not include each of the mandatory elements required by the General Permit.

- 75. Information available to EDC indicates that as a result of these practices, storm water containing excessive pollutants is being discharged during rain events to O'Leary Creek, which flows into the Santa Clara River, and ultimately flows into the Pacific Ocean.
- 76. Plaintiff is informed and believes, and thereupon alleges, that Defendant has failed and continues to fail to alter the Facility's SWPPP and site-specific BMPs consistent with the General Permit.
- 77. Information available to Plaintiff indicates that Defendant has not fulfilled the requirements set forth in the General Permit for discharges from the Facility due to the continued discharge of contaminated storm water. Plaintiff is informed and believes, and thereupon alleges, that all of the violations alleged in this Complaint are ongoing and continuing.

VI. CLAIMS FOR RELIEF

FIRST CAUSE OF ACTION Failure to Implement the Best Available and

Best Conventional Treatment Technologies (Violations of Permit Conditions and the Act, 33 U.S.C. §§ 1311, 1342)

- 78. Plaintiff re-alleges and incorporates all of the preceding paragraphs as if fully set forth herein.
- 79. The General Permit's SWPPP requirements and Effluent Limitation B(3) of the 1997 Permit and Effluent Limitation V(A) of the 2015 Permit require dischargers to reduce or prevent pollutants in their storm water discharges through implementation of BAT for toxic and nonconventional pollutants and BCT for conventional pollutants. Defendant has failed to implement BAT and BCT at the Facility for its discharges of TSS, N+N, phosphorous, iron, ammonia, arsenic, copper, zinc, lead, cadmium, chromium, nickel, and other potentially un-monitored pollutants in violation of Effluent Limitation B(3) of the 1997 Permit and Effluent Limitation V(A) of the 2015 Permit.
- 80. Each day since May 28, 2011, that Defendant has failed to develop and implement BAT and BCT in violation of the General Permit is a separate and distinct violation of the General Permit and Section 301(a) of the Act, 33 U.S.C. § 1311(a).
- 81. Defendant has been in violation of the BAT/BCT requirements every day since May 28, 2011. Defendant continues to be in violation of the BAT/BCT requirements each day that they fail to develop and fully implement BAT/BCT at the Facility.

SECOND CAUSE OF ACTION

Discharges of Contaminated Storm Water in Violation of Permit Conditions and the Act (Violations of 33 U.S.C. §§ 1311, 1342)

- 82. Plaintiff re-alleges and incorporates all of the preceding paragraphs as if fully set forth herein.
- 83. Discharge Prohibition A(2) of the 1997 Permit and Discharge Prohibition III(C) of the 2015 Permit prohibit storm water discharges and authorized non-storm

28 disc

water discharges that cause or threaten to cause pollution, contamination, or nuisance. Receiving Water Limitation C(1) of the 1997 Permit and Receiving Water Limitation VI(B) of the 2015 Permit prohibit storm water discharges to any surface or ground water that adversely impact human health or the environment. Receiving Water Limitation C(2) of the 1997 Permit and Receiving Water Limitation VI(A) and Discharge Prohibition III(D) of the 2015 Permit prohibit storm water discharges that cause or contribute to an exceedance of any applicable water quality standards contained in Statewide Water Quality Control Plan or the applicable Regional Board's Basin Plan.

- 84. Plaintiff is informed and believes, and thereupon alleges, that since at least May 28, 2011, Defendant has been discharging polluted storm water from the Facility in excess of applicable water quality standards in violation of Receiving Water Limitation C(2) of the 1997 Permit and Receiving Water Limitation VI(A) and Discharge Prohibition III(D) of the 2015 Permit.
- 85. During every rain event, storm water flows freely over exposed materials, waste products, and other accumulated pollutants at the Facility, becoming contaminated with nitrates, nitrites, arsenic, copper, zinc, lead, cadmium, nickel, chromium, and other potentially un-monitored pollutants at levels above applicable water quality standards. The storm water then flows untreated to O'Leary Creek, which flows into the Santa Clara River, and ultimately flows into the Pacific Ocean.
- 86. Plaintiff is informed and believes, and thereupon alleges, that these discharges of contaminated storm water are causing or contributing to the violation of the applicable water quality standards in a Statewide Water Quality Control Plan and/or the applicable Regional Board's Basin Plan in violation of Receiving Water Limitation C(2) of the General Permit.
- 87. Plaintiff is informed and believes, and thereupon alleges, that these discharges of contaminated storm water are adversely affecting human health and the

environment in violation of Receiving Water Limitation C(1) of the General Permit.

88. Every day since at least May 28, 2011, that Defendant has discharged and continue to discharge polluted storm water from the Facility in violation of the General Permit is a separate and distinct violation of Section 301(a) of the Act, 33 U.S.C. § 1311(a). These violations are ongoing and continuous.

THIRD CAUSE OF ACTION

Failure to Prepare, Implement, Review, and Update an Adequate Storm Water Pollution Prevention Plan (Violations of Permit Conditions and the Act, 33 U.S.C. §§ 1311, 1342)

- Plaintiff re-alleges and incorporates all of the preceding paragraphs as if fully set forth herein.
- 90. The General Permit requires dischargers of storm water associated with industrial activity to develop and implement an adequate SWPPP no later than October 1, 1992.
- 91. Defendant has failed to develop and implement an adequate SWPPP for the Facility Defendant's ongoing failure to develop and implement an adequate SWPPP for the Facility is evidenced by, *inter alia*, Defendant's failure to justify each minimum and advanced BMP not being implemented.
- 92. Defendant has failed to update the Facility's SWPPP in response to the analytical results of the Facility's storm water monitoring.
- 93. Each day since May 28, 2011, that Defendant has failed to develop, implement and update an adequate SWPPP for the Facility is a separate and distinct violation of the General Permit and Section 301(a) of the Act, 33 U.S.C. § 1311(a).
- Defendant has been in violation of the SWPPP requirements every day since May 28, 2011. Defendant continues to be in violation of the SWPPP requirements each day that it fails to develop and fully implement an adequate SWPPP for the Facility.

FOURTH CAUSE OF ACTION

Failure to Develop and Implement an
Adequate Monitoring and Reporting Program
(Violation of Permit Conditions and the Act, 33 U.S.C. §§ 1311, 1342)

- 95. Plaintiff re-alleges and incorporates all of the preceding paragraphs as if fully set forth herein.
- 96. The General Permit requires dischargers of storm water associated with industrial activity to have developed and be implementing a monitoring and reporting program (including, *inter alia*, sampling and analysis of discharges) no later than October 1, 1992.
- 97. Defendant has failed to develop and implement an adequate monitoring and reporting program for the Toland Road Landfill.
- 98. Defendant's ongoing failure to develop and implement an adequate monitoring and reporting program are evidenced by, *inter alia*, its failure to sample all QSEs during the first half of the 2015-2016 reporting year, failure to properly conduct visual observations on February 27, 2014, and its failure to measures storm water discharges for all required parameters.
- 99. Each day since May 28, 2011, that Defendant has failed to develop and implement an adequate monitoring and reporting program for the Facility in violation of the General Permit is a separate and distinct violation of the General Permit and Section 301(a) of the Act, 33 U.S.C. § 1311(a). The absence of requisite monitoring and analytical results are ongoing and continuous violations of the Act.

VII. RELIEF REQUESTED

Wherefore, Plaintiff respectfully requests that this Court grant the following relief:

a. Declare Defendant to have violated and to be in violation of the Act as alleged herein;

- b. Enjoin Defendant from discharging polluted storm water from the Facility unless authorized by the 2015 Permit;
- c. Enjoin Defendant from further violating the substantive and procedural requirements of the 2015 Permit;
- Order Defendant to immediately implement storm water pollution control and treatment technologies and measures that are equivalent to BAT or BCT;
- e. Order Defendant to immediately implement storm water pollution control and treatment technologies and measures that prevent pollutants in the Facility's storm water from contributing to violations of any water quality standards;
- f. Order Defendant to comply with the Permit's monitoring and reporting requirements, including ordering supplemental monitoring to compensate for past monitoring violations;
- g. Order Defendant to prepare a SWPPP consistent with the Permit's requirements and implement procedures to regularly review and update the SWPPP;
- h. Order Defendant to provide Plaintiff with reports documenting the quality and quantity of their discharges to waters of the United States and their efforts to comply with the Act and the Court's orders;
- i. Order Defendant to pay civil penalties of up to \$37,500 per day per violation of the Act since July 14, 2011 pursuant to Sections 309(d) and 505(a) of the Act, 33 U.S.C. §§ 1319(d), 1365(a) and 40 C.F.R. §§ 19.1 19.4;
- j. Order Defendant to take appropriate actions to restore the quality of waters impaired or adversely affected by their activities;
- k. Award Plaintiff's costs (including reasonable investigative, attorney, witness, compliance oversight, and consultant fees) as authorized by the Act, 33 U.S.C. § 1365(d); and,
- 1. Award any such other and further relief as this Court may deem appropriate.

1 Respectfully submitted, Dated: July 27, 2016 2 3 By: /s/ Douglas J. Chermak 4 Douglas J. Chermak 5 LOZEAU DRURY LLP 6 410 12th Street, Suite 250 Oakland, CA 94607 7 Tel: (510) 836-4200 8 Fax: (510) 836-4205 9 /s/ Margaret Hall (as authorized on 7/27/16) 10 Margaret Hall ENVIRONMENTAL DEFENSE CENTER 11 906 Garden Street 12 Santa Barbara, CA 93101 Tel: (805) 963-1622 13 Fax: (805) 962-3152 14 15 Attorneys for Plaintiff ENVIRONMENTAL DEFENSE CENTER 16 17 18 19 20 21 22 23 24 25 26 27 28

COMPLAINT